



# Milwaukee Collaborative Community Committee

**Research Findings on Milwaukee Community  
Responses to the U.S. Department of Justice  
Collaborative Reform Initiative Draft Report on  
the Milwaukee Police Department and City of  
Milwaukee Fire and Police Commission**



Commissioned by  
City of Milwaukee Fire and Police Commission  
and the City of Milwaukee Common Council  
Milwaukee Collaborative Review Initiative

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## Executive Summary

Milwaukee city officials and the Milwaukee Fire and Police Commission (FPC) formed the Milwaukee Collaborative Reform Initiative (MKECR) in January 2017 to strengthen and build the mutual trust between the Milwaukee Police Department (MPD) and the communities they serve. The initiative was formed after the United States Department of Justice (DOJ) performed an assessment of the MPD and the FPC and failed to release a final report of recommendations; however, the DOJ released an internal draft report of findings and recommendations to the MPD and the FPC, that was ultimately leaked to the community in August 2017.

At the community's pressing, and building upon the African American Roundtable's earlier work to ensure the voices of community residents were heard, considered, and valued as key decisions were made regarding the MPD, a key question for MKECR was to determine if the recommendations provided by the DOJ were consistent with community stakeholders'. In many ways, what unfolded from this has resulted in a closer examination of not only MPD practices and policies, but also the critical role of the Fire and Police Commission.

Building on the momentum the DOJ review created in the Milwaukee community, the Milwaukee Common Council, working with the African American Roundtable and other grassroots organizations, formally established the Collaborative Community Committee (CCC) to carry forward the goals of the MKECR. From the end of 2017 and spring and summer of 2018, the CCC convened a series of meetings throughout Milwaukee where community groups and citizens discussed the DOJ draft report findings and recommendations and worked toward developing priorities and solutions to the issues addressed. The grassroots-led process continued community conversations started during the DOJ review and provided City of Milwaukee residents an opportunity to respond to the DOJ draft report through town halls, an online portal and various community-led meetings (called Community Hubs). In total, CCC-trained facilitators moderated a total of 45 community-stakeholder conversations across 18 organizations.

This report presents findings from a qualitative analysis of facilitator notes generated from CCC's 45 Community Hub conversations<sup>1</sup> and MKECR online portal. This report is comprised of four sections: an introduction, presentation of findings, discussion, and conclusion. The introduction provides a brief background on Milwaukee's Department of Justice Collaborative Reform initiative and importance to the community. Following the introduction, we present the findings from our analysis of facilitator-generated notes

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<sup>1</sup> Community Hub participant profiles and DOJ draft report chapters reviewed are listed in the report appendix. Highlighted boxes indicate Community Hub conversations hosted by police officer-centered organizations.

from Community Hub meetings. Specifically, we present comparisons of community and officer responses and recommendations to DOJ findings. In the third section of the report, a discussion of the findings is provided by placing them into the historical and contemporary contexts of Milwaukee policing approaches and reforms. We conclude with a presentation of CCC responses to the report and recommendations for next steps.

## **U.S. DOJ Collaborative Reform Initiative in Milwaukee, WI**

The U.S. Department of Justice's Office of Community Oriented Policing Services (COPS) created the Collaborative Reform Initiative for Technical Assistance (CRI-TA) in 2011 in response to requests from the nation's law enforcement community for a proactive, non-adversarial, and cost-effective form of technical assistance for local and state agencies with significant law enforcement-related issues. The purpose of COPS and CRI-TA is to improve trust between law enforcement agencies and the communities they serve by providing a comprehensive agency assessment to facilitate organizational transformation around specific issues. The process includes a long-term strategy focused on identifying issues that affect public trust and providing recommendations to resolve those issues to strengthen the relationship between the police and the community. While local agency participation is voluntary, selected agencies must demonstrate a commitment to address the recommendations and implement significant reform efforts.

The COPS Office uses assessment and technical assistance providers to coordinate this work. Based on the involvement of subject matter experts to conduct research and interviews, data and records analysis, and direct observations, the COPS Office issues a series of findings and recommendations that are consistent with best practices in policing. COPS then provides technical assistance and other resources to help agencies address specific needs. Over the last six years, COPS has worked with several agencies and provided assessments in urban areas throughout the U.S. A snapshot of some Collaborative Review cities include: Las Vegas, Nevada (2011); Spokane, Washington (2013), Philadelphia, Pennsylvania (2013); St. Louis, Missouri (2014); Fayetteville, North Carolina (2014); Baltimore, Maryland (2014); and Salinas, California (2015).

In 2015, Chief Edward Flynn requested that the Milwaukee Police Department participate in the DOJ's Collaborative Reform Initiative to provide an avenue to strengthen and build the mutual trust between MPD and the communities it serves. During 2016, DOJ performed an initial assessment of MPD and the FPC and embarked on a collaborative federal review of MPD's operations and policies. It was an surprising



shock when the review halted just two years later without issuing a final report to the community. Community members had toiled with federal officials to contribute significant input to inform the findings characterizing community-police relations in Milwaukee. At its conclusion, a 273-page draft report was released to MPD, the Milwaukee Common Council and the FPC, which included 56 findings and 110 recommendations with a focus on building trust between MPD and the community.

## **Formation and Charge of Milwaukee Collaborative Reform Initiative and Collaborative Community Committee**

Recognizing the level of work and public input that went into the DOJ review and the work of the African American Roundtable that followed the release and leaking of the DOJ draft report, city officials developed the Milwaukee Collaborative Reform Initiative (MKECR) to see to it that the collaborative reform process would not be left unresolved. The Milwaukee Common Council formally established the CCC to carry forward the goals of the MKECR. The CCC had previously functioned as an informal committee of the Common Council. The CCC-led process continued community conversations started during the DOJ review and provided City of Milwaukee residents an opportunity to respond to the DOJ draft report through town halls, an online portal and various community-led meetings held between the end of 2017 and spring and summer of 2018. During this time, CCC-selected and trained facilitators who moderated a total of 45 Community Hub conversations across 18 organizations, including three police officer centered groups. Facilitators assisted participants in understanding the DOJ draft report's findings, while note-takers captured their responses.

In 2018, the CCC searched for a research collaborator to conduct an analysis of community hub and online portal responses. There were 56 total findings organized into five chapters in the DOJ report that community residents responded to. Working through the FPC, the CCC selected Derute Consulting Cooperative to analyze those responses. Derute used a series of analytical approaches to construct 11 topical themes that cut across the disparate sets of online responses and community hub conversation notes. Those captured responses are what derived these themes. It is important to note that not all Community Hubs reviewed all five DOJ chapters. Some reviewed all five, others reviewed two or three, some four, while some reviewed only one. The recurring cross-cutting themes that emerged from community hub notes and online portal responses included, in alphabetical order:

- **Civilian oversight**, which refers to the ability of City of Milwaukee residents to directly monitor MPD policies and procedures.

- **Community engagement**, which refers to reciprocal interactions between MPD/police officers and community residents **and** the direct involvement of community members in MPD processes to build trust and strengthen community-police relations.
- **Data collection and analysis** which refers to the ability of MPD to collect and analyze internal data to determine the impacts of officer and department policies, procedures and practices.
- **Diversity in MPD**, which refers to the reflective representation of Milwaukee's diverse communities and demographics in MPD's rank and file and civilian workforce.
- **Evaluation of officer performance** which refers to regular assessment of MPD officers and command staff's ability to perform the duties of their jobs.
- **MPD organization, management, and FPC administrative authority** which refers to changes to MPD culture, governance and operational structure and leadership.
- **Officer promotion and career development** which refers to the process of supporting and promoting MPD officer career planning and advancement.
- **MPD recruitment and hiring** which refers to the ways in which the FPC enlists recruits to join MPD's rank and file and civilian workforce.
- **MPD Standard Operating Procedures** which refers to the codified policies and procedures that guide MPD personnel and operations.
- **State and local laws and MPD budget** which refers to changes to the laws and legislation that establish policy for and allocate resources to MPD.
- **Training and professional development** which refers to the process of offering professional learning opportunities to MPD rank and file officers and civilian staff.

The below table captures the number of themes from community hub notes and online responses that align directly to findings within each of the DOJ's five chapters. The CCC offers a prioritization of themes based on their prevalence. For instance, Community Engagement was raised with the greatest frequency. Therefore, the CCC will provide recommendations for action regarding Community Engagement in this report.

**Figure 1: Community Feedback Themes and DOJ Report Chapter Alignment**

<b>U.S. DOJ Draft Report Chapters &amp; Titles</b>	<b>Number of Themes</b>
<b>Chapter 3: Recruitment, Hiring and Personnel Practices</b> <i>Civilian Oversight</i> <i>Community Engagement</i> <i>Diversity in MPD</i> <i>Evaluation of Officer Performance</i> <i>MPD Organization, Management and FPC Admin. Authority</i> <i>MPD Standard Operating Procedures</i> <i>MPD Recruitment and Hiring</i> <i>Officer Promotion and Career Development</i> <i>Training and Professional Development</i>	9 of 11
<b>Chapter 4: Community Oriented Policing Practices</b> <i>Civilian Oversight</i> <i>Community Engagement</i> <i>Data Collection and Analysis</i> <i>Evaluation of Officer Performance</i> <i>MPD Organization, Management and FPC Admin. Authority</i> <i>MPD Standard Operating Procedures</i> <i>Training and Professional Development</i>	7 of 11
<b>Chapter 5: Use of Force and Use of Deadly Force Practices</b> <i>Community Engagement</i> <i>Data Collection and Analysis</i> <i>MPD Standard Operating Procedures</i> <i>Training and Professional Development</i>	4 of 11
<b>Chapter 6: Citizen Search and Stop Practices</b> <i>Civilian Oversight</i> <i>Data Collection and Analysis</i> <i>MPD Standard Operating Procedures</i> <i>Training and Professional Development</i>	4 of 11
<b>Chapter 7: Systems for Supervision, Accountability Organizational Learning, Remediation &amp; Discipline</b> <i>Civilian Oversight</i> <i>Data Collection and Analysis</i> <i>Evaluation of Officer Performance</i> <i>MPD Organization, Management and Admin. Authority</i> <i>MPD Standard Operating Procedures</i> <i>Training and Professional Development</i>	6 of 11

In summary, this report explores serious past and present issues facing Milwaukee. There is a high level of alignment between the recommendations found in the DOJ report and community feedback, and from that we can conclude Milwaukee will only make meaningful progress on its issues if it takes action on implementing the DOJ



recommendations as well as those of the CCC. Four key CCC Recommendations ultimately grew out of this analysis touching on community engagement, training and professional development, MPD Standard Operating Procedures, and MPD recruitment and hiring. The recommendations are described in greater detail in the report, accompanied by specific policy and practice implications.

## Research Findings: Topical Themes and Community and Police Officer Perspectives on DOJ Findings

The major findings of this report are organized into themes and perspectives captured from Community Hub notes. **Themes** refer to what Community Hub note takers wrote about the most from conversations relating to the DOJ draft report. The eleven themes represent the topics of discussion that occurred most frequently across all Hub conversations (as reflected in notes).

Within each theme, we offer two perspectives: community perspectives and police officer perspectives. **Perspectives** are an attempt to capture the ways that participants responded to the DOJ report findings. In some instances, community and police officer perspectives were the same. In others, they were different. In some cases, community members offered perspectives where police officers offered none. Specifically, across the 45 total community hub conversations, community member participants discussed all 11 of the above themes. Police officer participants discussed a total of 7 of the 11 above themes. To offer data comparisons, we present community and police officer responses next to one another. Each set of perspectives and recommendations reflects the respective groups' reactions to the DOJ draft report findings and suggest recommendations for reform<sup>2</sup>. Before presenting each individual theme and perspectives, we offer an overview of community and police officer perspectives.

### Summary of Community Perspectives

Overwhelmingly, Community Hub participants' perspectives focused on strategies to increase MPD community engagement and the need for more positive interaction and presence of rank and file officers in Milwaukee neighborhoods<sup>3</sup>. Community members also stressed the importance of increasing the representation of women, people of color, and LGBTQ officers and civilian staff across the department to better reflect the demographic make-up and diversity of the city. Significant support exists among residents to bring back City of Milwaukee residency laws to ensure MPD officers and staff live and work in the neighborhoods they make an oath to serve and protect. Additionally, the need for community oversight of specific MPD functions (i.e. recruitment and hiring, officer complaints and use of force investigations, etc.), inclusion of community residents in developing community policing and officer evaluation and promotion standards, and department-wide training and professional development on Community Oriented Policing, cultural competency, recognizing mental health and

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<sup>2</sup> In the presentation of findings, the themes that police officers did not discuss are intentionally left blank.

<sup>3</sup> A table with DOJ draft report chapters and their correlating findings and recommendations can be found in the Appendix.

implicit bias were consistent and cross-cutting themes which emerged across resident responses to the DOJ draft report and corresponding chapter findings.

## **Summary of Police Officer Perspectives**

The CCC's inclusion of MPD rank and file officers in hosting Community Hub conversations is a testament of the desire and willingness of Milwaukee residents to see and work with police officers as fellow community members and true partners in MPD reform processes. While only a small sample of the department's workforce, general perspectives from officers focused on the need for community advocacy to see changes in state laws that contradict Community Oriented Policing strategies. Participating officers noted that most of their colleagues agree with the strategies individually but are limited in their ability to adhere to them because of established policies and procedures. Officers additionally raised the need for the department and the FPC to codify consistent standards and procedures across the department regarding use of force, taking/tracking/investigating officer complaints, and rank and MPD specialty unit promotions. Officers generally agreed with community members that MPD is in need of an overhaul that prioritizes diversity and recruitment (with a focus on eliminating hiring barriers, recruiting women and people of color, and promoting opportunities for both officer and civilian posts within the department), career planning and development, and creating more opportunities for dialogue and trust building between officers and residents. It is important to note that these perspectives were derived only from rank and file officer input from police officer-centered Community Hubs, not from the official FPC and MPD responses to the DOJ draft report's findings and recommendations.

## Theme 1: Civilian Oversight

Civilian oversight refers to the ability of City of Milwaukee residents to directly monitor MPD policies and procedures. Based on our analysis, perspectives related to civilian oversight derived from a desire and need for community members to be directly involved in the development and monitoring of MPD recruitment and officer hiring, evaluation and promotion standards and procedures. Community participants particularly expressed a specific interest in having oversight of community policing practices and officer complaint and use of force investigations to curb police misconduct and build trust. We raise the question, when and to what extent should the FPC, a civilian oversight board with authority over MPD, share or relinquish its oversight authority to the community?

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p><b>Oversight of internal processes, complaints and policing practices</b></p> <ul style="list-style-type: none"><li>Community oversight of department recruitment and officer hiring, promotion and evaluation</li><li>Community oversight of officer complaints, community policing practices and use of force investigations</li></ul> <p><b>Oversight of the Fire &amp; Police Commission</b></p> <ul style="list-style-type: none"><li>Community oversight of Fire &amp; Police Commission (to hold them accountable)</li></ul>		<p>Civilian or community oversight perspectives directly aligned with four DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring and Personnel Practices: finding 6 regarding the development of a MPD officer recruitment, hiring and retention advisory council and a police applicant interview board comprised of community stakeholders.</p> <p>Chapter 4 - Community Oriented Policing Practices: finding 10 relating to an independent community</p>

		<p>advisory board to provide the Chief of Police input on MPD operations.</p> <p>Chapter 6 - Citizen Search and Stop Practices: finding 33 regarding engaging an independent evaluator to measure community impacts of MPD traffic enforcement.</p> <p>Chapter 7 - Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline: finding 44 regarding the creation of an independent police auditor.</p>
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## Theme 2: Community Engagement

Community engagement refers to reciprocal interactions between MPD/police officers and community residents **and** the direct involvement of community members in MPD processes to build trust and improve/strengthen community-police relations. Perspectives related to community engagement consisted of the desire of and for MPD to increase venues and opportunities for dialogue with community residents and need for police officers to become more aware of the people and efforts making positive change in the neighborhoods they patrol. Community and police officer perspectives on community engagement were virtually consistent across topic areas, indicating community engagement as a key priority for promoting and maintaining MPD reforms.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p><b>Community involvement in internal department processes and policies</b></p> <ul style="list-style-type: none"> <li>Engage community members in officer recruitment and hiring processes</li> <li>Engage community in developing community policing and officer evaluation standards</li> <li>Require MPD promotional panels to include FPC and community members</li> </ul> <p><b>Increase non-patrol community engagement &amp; venues</b></p> <ul style="list-style-type: none"> <li>Mandate officers spend a certain amount of “non-patrol community engagement” hours participating in community events and activities</li> </ul>	<p><b>Community involvement in internal department processes and policies</b></p> <ul style="list-style-type: none"> <li>Create mechanism for community input regarding officer recruitment and hiring (i.e. include citizens on officer selection panels)</li> </ul> <p><b>Increase non-patrol community engagement &amp; venues</b></p> <ul style="list-style-type: none"> <li>Create more opportunities and venues for exchange of dialogue between MPD and community</li> </ul>	<p>Community engagement perspectives directly aligned with three DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: finding 6 regarding mechanisms to increase community involvement in MPD officer recruitment and hiring.</p> <p>Chapter 4 - Community Oriented Policing Practices: finding 10 regarding community engagement through an independent community advisory board to provide input to Chief of Police on MPD operations.</p> <p>Chapter 5 - Use of Force and Use of Deadly Force Practices: finding 30</p>



<p>Identify ways to improve trust between department &amp; community</p> <ul style="list-style-type: none"> <li>• Seeing officers interact with community members without uniforms on or patrolling-only is less threatening. It will increase trust and help build/improve relations.</li> </ul>		<p>relating to community input regarding public FPC reports on MPD.</p>
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### Theme 3: Data Collection and Analysis

Data collection and analysis refers to the ability of MPD to collect and analyze internal data to determine the impacts of officer and department policy, procedures and practices. Based on our analysis, perspectives related to data collection consisted of the need for MPD to strengthen standards for data collection on officer hiring, officer stops and arrests and use of force, and the need to disaggregate the data to better understand the department's disparate impact on communities of color and other marginalized populations.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p>Collect, analyze and report disaggregated data on use of force, stops &amp; arrests</p> <ul style="list-style-type: none"><li>• Complaints and use of force data and analysis</li><li>• Stops and arrest data (collect, analyze and report demographic data on all officer stops and arrests made)</li></ul> <p>Collect, analyze &amp; report data to monitor hiring &amp; recruitment</p> <ul style="list-style-type: none"><li>• Hiring data and analysis (collect, analyze and report demographic data of the people applying for and receiving jobs in department)</li></ul>		<p>Data collection and analysis perspectives directly align with 14 DOJ findings and recommendations:</p> <p>Chapter 4 - Community Oriented Policing Practices: finding 14 regarding evaluation of MPD enforcement activities and their collateral damage on community trust and legitimacy, conducting community surveys to measure the public's attitudes toward MPD and officers, and MPD's continued commitment to release policing data to the public.</p> <p>Chapter 5 - Use of Force and Deadly Force Practices: findings 19, 21, 22, 27, 28 and 29 regarding the collection, documentation, review, management and reporting of video evidence and the inclusion of involved officer</p>

		<p>administrative interviews and history in use of force and use of deadly for investigations.</p> <p>Chapter 6 - Citizen Stop and Search Practices: findings 33-35 regarding the collection, analysis and reporting of traffic stop enforcement data.</p> <p>Chapter 7 - Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline: finding 42 regarding the analysis of trend and patterns and other issues associated with MPD officer complaint data; and findings 45-47 relating to evaluation of MPD's disciplinary matrix and Early Intervention Program.</p>
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## Theme 4: Diversity in MPD

Increasing diversity refers to ensuring the reflective representation of Milwaukee's diverse communities in MPD's rank and file and civilian workforce. Based on our analysis, perspectives related to diversity consisted of increasing the racial and gender diversity of officers and command staff in the department and eliminating barriers that may exclude women and people of color from joining or being promoted through the ranks.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p><b>Increase racial and gender diversity in police department</b></p> <ul style="list-style-type: none"> <li>• Increase racial and gender diversity in department</li> <li>• Increase representation of people of color in departments, especially in high patrol districts/areas</li> <li>• Increase people of color in lieutenant ranks (supervisory level posts with vast discretion)</li> </ul>	<p><b>Increase racial and gender diversity in police department</b></p> <ul style="list-style-type: none"> <li>• Increase diversity in officer and civilian posts within department</li> <li>• Increase overall representation of women, LGBTQ and people of color in department (comparative to city demographics)</li> </ul> <p><b>Alleviate barriers to diversity</b></p> <ul style="list-style-type: none"> <li>• Update background, psychological and selection processes. Current processes pose barriers that exclude people of color from getting into the department</li> </ul> <p><b>Ensure recruitment facilitates gender diversity</b></p> <ul style="list-style-type: none"> <li>• Increase female recruits into police academy and as candidates into department</li> </ul>	<p>Perspectives on MPD diversity and inclusion directly align with one DOJ finding and related recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: finding 1 regarding the creation of a strategic MPD diversity and inclusion plan.</p>

## Theme 5: Evaluation of Officer Performance

Evaluation of officer performance refers to the regular assessment of MPD officers' and command staff's ability to perform the duties essential to their job. Officer performance evaluation was described as an important reform in five DOJ draft report findings. Perspectives related to officer performance evaluation consisted of creating benchmarks for officer promotion and mandating annual assessments of police officer's mental health.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p>Create professional development program for officers with benchmarks for performance and promotion</p> <p>Conduct annual psychological assessments</p> <p>Regular assessment of officer complaints, use of force, traffic stops and community engagement activities</p>		<p>Evaluation of officer performance perspectives directly align with five DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: finding 3 regarding the conducting an MPD job task analysis; and finding 8 regarding the examination of job performance outcomes as part of MPD career development planning.</p> <p>Chapter 4 - Community Oriented Policing Practices: finding 11 relating to updating MPD's employee performance appraisal process to include community policing measures.</p> <p>Chapter 7 - Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline: finding 47 regarding the addition of performance indicators to</p>

		MPD's Employee Intervention Program; and finding 52 regarding acknowledgement for good behavior and job performance.
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## Theme 6: MPD Organization, Management, and FPC Administrative Authority

MPD organization, management, and FPC administrative authority refers to changes to MPD culture, governance and operational structure and leadership. Needed changes were primarily raised by police officers and community members participating in Community Hub conversations. Example perspectives include the desire of some police officers to see Community Oriented Policing supported by MPD leadership and operationalized throughout the entire department, and the need for MPD to create a special unit with dedicated leadership and resources specifically focused on officer recruitment and career planning and development.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p>Provide HR and Organizational Management training to FPC members</p> <p>Create FPC committee to oversee department recruitment activities and to help with officer selection</p> <p>Community members should have oversight of FPC (to keep them accountable)</p> <p>MPD culture needs top-down change.</p>	<p>Incorporate Community Oriented Policing into MPD mission and vision statement; operationalize it so it permeates into MPD practices and cultures</p> <p>Review of use of force reports by command staff (take all the way up the chain, not just lieutenants)</p> <p>Create recruitment and career development unit/department/section within department</p>	<p>Perspectives related to MPD organization, management, and FPC authority directly align with seven DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: finding 1 regarding a high level and resourced diversity and inclusion program with direct access to Chief of Police; finding 8 relating to the development of an organizational plan to facilitate career advancement.</p> <p>Chapter 4 - Community Oriented Policing Practices: findings 10 and 11 regarding the development of a department-wide community policing strategy; finding 13 relating to FPC undertaking a review of MPD policies</p>

		<p>and standard operating procedures.</p> <p>Chapter 7 - Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline: findings 44 and 46 regarding creating a new independent police auditor position and establishing a joint MPD-FPC Early Intervention Program oversight committee.</p>
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## Theme 7: Officer Promotion and Career Development

Officer promotion and career development refers to the process of promoting and supporting MPD officer career planning and advancement. Officer promotion and career development was described as an important reform in at least two DOJ draft report findings. Based on our analysis, officer promotion and career development perspectives from officers focused on creating consistent standards for officer rank and lateral promotions and prioritizing officer career planning and pathways for advancement. Community member recommendations focused on the need for residents to be involved with MPD promotion panel processes.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
Require MPD promotional panels to include FPC and community members	<p>Mandate that officer promotion only be made after 3-5 years on patrol (for rank promotions; officers should be assigned to patrol districts before lateral promotions to specialty units)</p> <p>Create consistent standards for rank promotions above lieutenants and for specialty units. Nothing exists and therefore process and standards for higher promotions are not consistent across department</p> <p>Create a career planning curriculum that correlates with FPC promotional examination</p> <p>Create department mentoring program as part of career development plan</p>	<p>Perspectives related to officer promotion and career development directly align with two DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: findings 7 and 8 relating to MPD promotional practices and procedures, and the development of department strategy regarding officer mentoring and career planning.</p>

## Theme 8: MPD Recruitment and Hiring

Officer recruitment refers to the ways in which FPC enlists recruits to join MPD's rank and file and civilian workforce. Recruitment was described as an important reform in five DOJ draft report findings. Based on our analysis, perspectives related to recruitment consisted of the need for MPD to prioritize and create internal recruitment systems and capacity, as well as to improve coordination with the FPC to strengthen and expand recruitment efforts. Both community members and police officers raised the need for MPD to increase the number of full-time recruiters within the department with the ability to engage Milwaukee's diverse communities.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p><b>Create internal recruitment systems</b></p> <ul style="list-style-type: none"> <li>• Create a recruitment department in MPD</li> </ul> <p><b>Community outreach &amp; involvement</b></p> <ul style="list-style-type: none"> <li>• Engage community in officer recruitment and hiring processes</li> </ul> <p><b>Increase access to jobs</b></p> <ul style="list-style-type: none"> <li>• Incentivize recruitment and hiring</li> <li>• Promote and advertise all jobs in MPD - officer and civilian posts (only officer posts are advertised)</li> <li>• Increase number of recruiters with knowledge and connection to communities of color</li> </ul>	<p><b>Create internal recruitment systems</b></p> <ul style="list-style-type: none"> <li>• FPC needs a robust, active and ongoing recruitment strategy (with focus on recruiting women and people of color)</li> <li>• Create MPD recruitment section/unit/department</li> <li>• Hire more MPD recruiters (department only has 1; recruiters are needed for both officer and civilian posts)</li> </ul> <p><b>Community outreach &amp; involvement</b></p> <ul style="list-style-type: none"> <li>• Cast a wider net (target high schools, colleges, community and faith-based organizations, LGBTQ community)</li> </ul>	<p>Perspectives on officer recruitment directly align with five DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: findings 1, 2, 4, 5 and 6 regarding FPC and MPD's current examination of barriers to recruitment, the development of a coordinated strategic plan for recruitment and hiring, selection of and professional standards for MPD recruiters, and the development of mechanisms to include community input in MPD recruitment, selection and hiring processes.</p>

	<p><b>Increase access to jobs</b></p> <ul style="list-style-type: none"> <li>• Incentivize recruitment and hiring (education stipends for cadets, tuition reimbursement, career advancement training)</li> </ul> <p><b>Improve coordination</b></p> <ul style="list-style-type: none"> <li>• Strengthen recruitment efforts between MPD and FPC</li> </ul>	
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## Theme 9: MPD Standard Operating Procedures

MPD Standard Operating Procedures (SOPs) refer to the codified policies and procedures that guide MPD personnel and operations. Needed changes or additions and references to SOPs were described in 22 DOJ draft report findings relating to promotional practices, critical incidents, community policing and personnel performance measures, early intervention program practices and internal affairs investigations, etc. Our analysis revealed that the general sentiment of community residents is that SOPs need to be refined, regularly updated, and better communicated internally and externally; existing SOPs need to be enforced and MPD and FPC should prioritize reviewing and auditing MPD's adherence to SOPs annually. Community member participants across hub conversations specifically raised the need for SOPs to clearly define processes and procedures relating to officer complaints, use of force, use of deadly force, traffic and pedestrian stops, and public release of officer body camera audio/video.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p>Amend SOP 130 to reflect Milwaukee status as a Sanctuary City - MPD should not be investigating immigration status</p> <p>Create SOP that clearly defines the process, standards and protocols for officer complaints from community and their investigation by MPD internal affairs department and leadership</p> <p>Ensure MPD officers, staff and community members understand all existing, new and changing SOPs</p> <p>Create SOPs that clearly define</p>	<p>Create separate procedures and distinguishing standards for use of force and use of "deadly" force</p> <p>Create SOP clearly defining process for taking and reviewing officer complaints and for what required investigation (supervisors have too much discretion for what is and is not investigated for MPD)</p>	<p>Perspectives on MPD Standard Operating Procedures directly aligned with 22 DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: finding 5 regarding the development of a written policy related to MPD recruiters; and finding 7 regarding the development of a written policy related to officer promotional processes.</p> <p>Chapter 4 - Community Oriented Policing Practices: findings 11 and 12 regarding codifying department-wide community oriented policing practices;</p>



<p>requirements for body-worn camera and other audio and video recordings of officer traffic stops, and use of force investigations including inclusion of recordings of officer witnesses</p> <p>Create SOP regarding release of information to the public concerning critical incidents, use of force and use of deadly force investigations</p> <p>Update SOP 500 regarding MPD personnel evaluation to include mandatory and ongoing psychological evaluation of MPD officers starting with acceptance to police academy.</p>		<p>and finding 13 regarding annual review of MDD policies by the FPC.</p> <p>Chapter 5 - Use of Force and Deadly Force Practices: finding 18 regarding the updating of the MPD critical incidents SOP including role of Internal Affairs; findings 19 and 20 regarding the updating of policies related to video evidence collection for use of force and deadly force investigations and their supervisory review; finding 26 regarding the updating of policies related to officer body-worn camera practices; and finding 32 regarding the development of a policy on critical incident information sharing and public release.</p> <p>Chapter 6 - Citizen Stop and Search Practices: finding 34 regarding modifying policy related to field interviews to ensure proper oversight and accountability; and finding 35 regarding establishing a policy prohibiting the practice of “curbing” individuals during traffic stops.</p> <p>Chapter 7 - Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline: findings 37-43 regarding policies and processes related to community</p>
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		complaints of MPD officers and their review by Internal Affairs to ensure appropriate oversight and accountability; findings 47 and 48 regarding MPD Early Intervention Program standards and protocols; and finding 53 regarding ensuring MPD personnel understand SOP and code of conduct standards.
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## Theme 10: State and Local Laws and MPD Budget

State and local laws and budget refers to the laws and legislation that establish policy for and allocate resources to MPD. No specific findings or recommendations in the DOJ draft report directly specify budget or legislative considerations. Our analysis related to perspectives on changes to law and budget did, however, reveal an interesting, but not surprising divergence between community member and police officer hub participants: multiple community members expressed concerns with the large size of MPD's budget compared to other city departments and services, while police officers expressed concern about the limited resources they perceive are available to effectively do their jobs and meet the demands and needs of residents.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p>City and MPD budgets should include resources to engage grassroots and community organizations in developing and implementing equitable practices, standards and best practices</p> <p>Reinstate residency laws and provide monetary incentives for officers to live in the neighborhoods they serve</p> <p>MPD/FPC budgeting for job marketing</p> <p>Mayor should allocate funds for FPC to conduct annual review of MPD policies</p> <p>City has money to pay lawsuits but no money to update MPD technology</p>	<p>State laws contradict community oriented policing strategies. Lobby state to change laws</p> <p>MPD has limited resources</p>	<p>Most if not all DOJ findings and related recommendations have law or budget implications</p>

MPD's budget is too big. The city needs to prioritize its focus.		
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## Theme 11: Training and Professional Development

Officer training and professional development refers to the process of offering professional learning opportunities to MPD officers and staff. Training was described as an important reform in 17 DOJ draft report findings. Based on our analysis, perspectives related to training consisted of the need for department-wide trainings for all rank and file officers in the areas of Community Oriented Policing practices, community engagement, cultural bias/competency and mental health. Key differences between community and police officer perspectives on training revolved primarily around who required training and what specific training should entail. For example, community members focused primarily on training related to police officer implicit bias and practices during police stops.

Community Perspectives	Police Officer Perspectives	DOJ Report Alignment
<p><b>Cultural bias and mental health training</b></p> <ul style="list-style-type: none"> <li>Mandate ongoing and department-wide cultural competency, mental health, implicit bias and anti-racism training for all officers and department staff</li> </ul> <p><b>Training to improve practices and protocols</b></p> <ul style="list-style-type: none"> <li>Training for MPD supervisors and Internal Affairs Department on officer complaint, use of force and early intervention standards, processes and investigation protocols</li> </ul>	<p><b>Community engagement training</b></p> <ul style="list-style-type: none"> <li>Create department-wide training on Community Oriented Policing (no clear or consistent definition of what COP is across department - i.e. some think COP is limited to Community Liaison Officers, when talking about it department defers to CLOs)</li> <li>Institute department-wide police professionalism training with emphasis on “communication” and “public service”</li> </ul> <p><b>Training to improve practices and protocols</b></p> <ul style="list-style-type: none"> <li>Create standards training for supervisors and Internal Affairs</li> </ul>	<p>Officer training and professional development perspectives directly align with 17 DOJ findings and recommendations:</p> <p>Chapter 3 - Recruitment, Hiring, and Personnel Practices: finding 8 regarding the integration of training into career development and promotional processes.</p> <p>Chapter 4 - Community Oriented Policing Practices: findings 11, 12 and 14 regarding providing in-service training for all MPD personnel on community oriented policing strategies, procedural justice, and fair and impartial policing practices.</p>

<p><b>Community engagement training</b></p> <ul style="list-style-type: none"> <li>• Training on effective community engagement, community policing, professionalism and customer service for all officers and department staff</li> </ul>	<p>Department (i.e. consistent standards across department for investigating use of force, officer hiring, and promotion)</p>	<p>Chapter 5 - Use of Force and Deadly Force Practices: finding 15 regarding continuing MPD's commitment to providing Crisis Intervention Team (CIT) training to and ongoing CIT recertification training for all officers; and finding 16 regarding the development of formal use of force investigation training for Internal Affairs supervisors and investigators.</p> <p>Chapter 6 - Citizen Stop and Search Practices: finding 33 related to requiring department-wide training on fair and impartial policing and procedural justice; finding 34 regarding developing a training bulletin for all MPD officers relating to officer field interviewing and establishing reasonable suspicion for traffic stops. Moreover, this includes supervisor training on recognizing officer bias trends related to pedestrian and vehicle stops and searches. Additionally, finding 35 related to training on how to safely conduct traffic stops and appropriate containment of individuals to mitigate the practice of "curbing".</p>
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		<p>Chapter 7 - Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline: finding 38 regarding ensuring MPD supervisors are trained on their responsibilities related to public complaints; finding 45 regarding re-training MPD supervisory personnel in disciplinary processes and proper application of the department's Progressive Discipline Matrix; finding 47 regarding training MPD supervisors on how to create appropriate intervention plans, report and document actions taken, and comply with EIP processes and protocols; finding 49 relating to ongoing training regarding the goals, practice and outcomes associated with the MPD's Early Intervention Program so they're fully known and supported department-wide; finding 53 regarding incorporating training on new SOPs and code of conduct standards into rank and file roll-call sessions; findings 54 and 55 regarding training for patrol and unit sergeants to improve two-way communication between command staff and MPD personnel, specifically as it relates to transparency in training opportunities; and finding 56 regarding in-service training for all MPD personnel related to MPD's data use</p>
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		and operational strategies and personnel participation in CompStat meetings.
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## Discussion: Historical and Contemporary Contexts of Community-Police Relations in Milwaukee, WI

The CCC's analysis of community input data substantiate a disconnect between police and community aspirations for what reforms are required to achieve the kinds of police and community relations that will benefit all of Milwaukee. In order to have a comprehensive understanding of the perspectives and recommendations offered by community residents in this report, a historical and contextual analysis was completed by Derute and Kairo Communications assessing community-police relations over the past seventy years. This analysis provides a snapshot of six key findings:

1. Over the last seventy years, MPD administrations have operated within a departmental environment that has sustained systemic, ingrained racism and discrimination.
2. While the diversity and leadership of Police Chiefs Arreola, Jones, and Hegerty offered new approaches and strategies to improve community-police relations and increase the accountability of the MPD, they were met with resistance from rank and file officers and the Milwaukee Police Association.
3. MPD's inability to effectively address issues of race and discrimination reflects the enduring issues plaguing the broader society, in general, and in the criminal justice system, specifically. Locally and nationally, urban communities have been impacted by issues of excessive use of force by the police, mass incarceration, racial disparities in arrest and detention, and the distrust of the police by many in communities of color.
4. While currently social media and social justice advocates have brought criminal justice issues such as excessive use of force to public and media attention, these issues are not new, but rather have their foundation in long-term, unresolved issues of racial equity, social justice, immigration, poverty, privilege, and power.
5. For decades, diverse community organizations, residents, and activists have protested perceived social, political injustices in an effort to force government to implement positive change through culturally responsive policies and practices. These key stakeholders have often initiated programs to support their communities. Often these voices were ignored, dismissed, or delegitimized; their efforts do not receive widespread support or resources, and are not broadly valued by government or mainstream society.
6. All of these factors have sustained an environment of community-police distrust that is detrimental to the health and prosperity of communities of color and the entire city.

## Early Race-Relations in Milwaukee

Community-police relations often reflect the underlying dynamics of society. Initially in the 1850s, Milwaukee was considered by many to be a community that welcomed free blacks and slaves. By the 1920s when Latinos began to come to Milwaukee for opportunities, many white citizens feared the rise in the population of people of color. While the labor of people of color was needed during World War I and World War II, they were often confined to living in segregated housing, attending segregated schools, and laboring in poor working conditions and the lowest paying jobs. As the population of people of color increased in Milwaukee, government and corporate institutions implemented policies to contain, segregate and control people of color. Local government partnered with real estate associations specifically to segregate African Americans and oppose scattered public housing sites. In addition, they supported urban renewal and highway construction plans that demolished Bronzeville, a prevalent African American neighborhood and the epicenter of Black social life in Milwaukee. This had the effect of destroying Black civic and community infrastructure. The impacts remain today.

## Key MPD Administrations

Initially, political patronage was rampant in the Milwaukee Police Department until the 1880s, when the state legislature passed a law creating a Fire and Police Commission (FPC) to insulate police appointments from political influence. However, as the city was becoming increasingly racially polarized by the 1950s, Black and Brown communities were becoming acutely aware of excessive use of force, discriminatory actions and racist remarks. During his term, Milwaukee Police **Chief John Polcyn** (1945-1957) recognized the need to implement a Police Aide Program as an initiative to improve race relations. **Chief Howard Johnson** (1957-1964) indicated that race relations were at the boiling point. Racial tensions were heightened when the community learned of a police cover-up regarding the shooting of Daniel Bell, a twenty-two-year-old Black male shot in the back running from the police on a traffic violation. Years later a police officer admitted the truth about the shooting. Bell's family sued and won \$1.8 million.

***The Breier Era (1964-1984).*** During MPD Chief Harold Breier's tenure, many leaders and organizations in the communities of color worked to lessen the negative impact of community issues. The Latino community and the NAACP Youth Council marched together to protest employment discrimination. Vel Phillips, the first female and African American member of the Milwaukee Common Council introduced the first ordinance intended to oppose this discrimination. Ultimately, Vel Phillips introduced this legislation three more times over the next six years before they were adopted. The NAACP Youth Council, led by Father Groppi, John Givens and others marched for 200

consecutive nights demanding fair housing reform. Breier's confrontational style and racialized actions and language in response strained race relations and created a climate conducive for police misconduct. For example, during the open housing marches in support of Alderwoman Phillips' efforts, Breier ordered all officers assigned to protect the NAACP Youth Council not to wear their police badges so that they could not be identified if they were seen committing acts of excessive use of force.

After a march on the second day, the Youth Council returned from the south side to their Freedom House which caught fire. Many Youth Council members maintain to this day that the fire was started when hostile police officers shot a tear gas canister into the house. The police prevented fire department staff from coming near the house until it was burned beyond repair (University of Wisconsin-Milwaukee, 2016). It was only after the assassination of Dr. Martin Luther King, Jr. that Congress passed a national fair housing law and the Milwaukee Common Council followed with its own ordinance in April 1968 that tensions eased, but irreversible damage to race and community-police relations were sustained. The racial divide was exacerbated by the earlier police shootings of Clifford McKissick in 1967 and the questionable in-police-custody death of Ernest Lacy in 1981. During the time between, police were known to arrest, harass, and give young people of color warrants without cause. MPD policies suppressed opportunities for people of color and women under Breier's tenure:

- Blacks and Latinos had difficulty joining the department. Race relations were strained and the department called for mandatory height restrictions for police officers which unfairly targeted Latino and female residents.
- MPD policy and practice included gender-based requirements: women could only be between 24 to 34 years of age to join the police force, modestly suited, and could not have children under 14 years of age. Moreover, gender diversity was virtually absent in police ranks because of systemic sexism within the department. Not having cultural or gender diversity in one of the city's most powerful public agencies discouraged building cohesive interethnic and interracial relations within the city.
- Black and Latino communities were frustrated and tired of their treatment by officers on the street, along with MPD's policies. In the 1960s and 1970s, there was a general sense that it was whites against blacks and increasingly Milwaukee's other communities of color. The power of the department in the dominant white community created an untenable situation for Latino and African Americans. In many ways, the unfair treatment galvanized each community to develop campaigns to oust the chief. The two communities formed the "Retire

Breier Coalition” to address issues of excessive use of force and discrimination by MPD (*La Guardia Newspaper*).

- Breier received enormous support in the community and from working-class whites living primarily on the city’s south side who credited him with making Milwaukee ‘the most crime free’ city of its size in the United States. They celebrated his characterization of his supporters as *‘the good people of Milwaukee who buy what (we) are selling’* and of his opponents as *‘malcontents, ultra-liberals and special interest groups’* (Snyder, 2002, p.6). Snyder’s research revealed how the white community was depicted as a strong, hardworking community, fully supportive of Chief Breier, and while Chief Breier did not specifically say Black or Brown people, he used code words of describing Blacks and Latinos as a special interest group. Breier’s failure to collaborate with all the city’s residents, especially residents of color, furthered fostered distrust between whites and Milwaukee’s communities of color.

The language used by Chief Breier was consistent with the language of other local and national leaders who used narratives to negatively frame Black-Americans and limit the government’s role and responsibility in resolving the city’s and nation’s problems with poverty, crime and segregation. These narratives provided a foundation that perpetuated widespread structural racism, negative stereotyping, and the maintenance of white privilege. These narratives continue the patterns initiated during slavery, sharecropping, convict leasing, and peonage to criminalize people of color, frame them as inferior, and maintain systems of oppression in America.

In Milwaukee, Mayor Frank Zeidler assessed the problems plaguing the city’s “Inner Core” communities and cited African Americans as the cause of those problems (The Committee, 1960, p. 2). In the 1960s, these views connected with the national discourse about welfare, the role of culture and structural issues in generating inequality in Black communities, and causal factors in the reproduction of generational poverty. In 1965, Assistant Secretary of Labor Daniel Patrick Moynihan released a report called, [\*“The Negro Family: The Case for National Action”\*](#). The ‘Moynihan Report’ acknowledged the effect of structural racism but focused on the cultural descriptions that demeaned African Americans and characterized the Black community as disorganized and dysfunctional.

Moynihan, Zeidler, and Brier pointed to perceived deficiencies of/within the Black community as the leading causes for poverty and crime rather than to structural racism, allowing for the continued normalization and acceptance of racism as an everyday part of American life. The chart below highlights rhetoric used by Moynihan and the Zeidler and Breier administrations to discuss the African American community. This rhetoric

contributed to the sanctioning of both federal and city policies and practices that institutionally codified negative perceptions of people of color. Milwaukee, like many other urban communities across the United States, continues to operate within these racial frameworks which breed systemic injustice, legitimizes excessive police use of force, and fosters a segregated, discriminatory environment.

**Figure 2: Behavioral or Cultural Framework about African American and Latino Populations**

Moynihan Administration	Zeidler Administration	Breier Administration
Dysfunctional families, disorganized matriarchal families, breakdown of the family, ineffective culture, Black male behavior as “cocking roosters”; non-marital childbearing, child abandonment, child abuse, tangle of pathology.	Problem families, fragmented families, parenting quality, black male unemployment, unwed mothers, blight, single-parent families, non-custodial fathers, welfare recipients, concentration of low-income families, Black’s obstruction of police	Malcontents, ultra-liberal and special interest groups were code words used to describe his opponents or bad people. Described black students as criminals. Characterized citizens who opposed his leadership as members of the Revolutionist Communist Party.

Partly in reaction to Breier’s iron-clad rule, the state legislature passed a law in 1977 setting term limits for future Police Chiefs in Wisconsin. This law did not apply to Breier who was guaranteed a lifetime tenure by previous state law [Chap. 586, Secs 1-23 (1911)]. He would serve as MPD Chief for twenty years. At the end of Breier’s tenure in 1984, Milwaukee’s racial climate had changed from one accepting of people of color and diverse cultures in the late 1800s and early 1900s to one where racial tension, inequality, and segregation was the norm by the turn of the century. Milwaukee has experienced significant changes to MPD leadership following the Breier era with varying degrees and mixed sentiments on the extent to which their administrations impacted community-police relations in the city.

**Chief Robert Ziarnik** came out of retirement after the reign of Breier to serve as Chief from 1984 to 1989. His service to the Milwaukee Police Department spanned more than 35 years. Major achievements during Chief Ziarnik’s tenure included a change in MPD officer uniforms, establishment of a citywide Metropolitan Division, and reduction of the number of police districts.

**Chief Philip Arreola** succeeded Ziarnik and was the first Latino American to become Chief of Police. He was the first MPD chief ever hired from outside of department ranks and served from 1989 to 1996. In July 1995, Police Chief Arreola suspended officers John Balcerzak and Joseph Gabrish for handing over a dazed, teenage Laotian boy to Jeffrey Dahmer who subsequently killed him. The incident stoked minority and gay resentment toward the police department. In contrast, these suspensions solidified

underlying police union resentment toward Police Chief Arreola, resulting in a vote of no confidence in Arreola by the Milwaukee Police Association. The members protested the suspensions at City Hall and to the Fire and Police Commission.

Chief Arreola, however, is credited with increasing minority recruitment and being the first Chief to implement “community-oriented policing” starting on May 6, 1989 to replace Breier’s 1950s model of incident-driven law enforcement which stressed a reactive response and a distant, authoritarian approach to police work. Arreola’s model was a more active, community-focused policing that emphasized problem resolution, assessing the causes of crime, and creating strong community-police partnerships that fostered community involvement. Many of the department’s rank and file however opposed key elements of Arreola’s community-oriented policing approach, such as higher utilization of non-patrol police officers on the street and creating neighborhood mini-stations.

**Chief Arthur Jones** became Milwaukee’s first African American Chief of Police on November 15, 1996 (until 2003). Chief Jones implemented the “broken windows” philosophy which was based on the view that when small issues of crime and disorder are ignored and unresolved, they precipitate bigger problems. With this initiative, MPD resources were directed toward reducing crime and increasing accountability for the enforcement of the city’s laws and ordinances. In 2003, a lawsuit was brought against the Fire and Police Commission by lieutenants alleging that Chief Jones and the Fire and Police Commission had discriminated against them by repeatedly promoting minority and female officers ahead of them. During Jones’ tenure, about 80% of Milwaukee police lieutenants were white men, but about half the 41 people he promoted to captain were minorities or women. A federal jury awarded the officers \$2.2 million for reverse discrimination (Sandler, 2007).

**Chief Nan Hegerty** was sworn in as the Milwaukee’s first female Chief of Police on Nov. 19, 2003 (until 2007). During her tenure, Frank Jude, Jr. was beaten by off-duty police officers outside a party at a Bay View home. Hegerty fired nine officers, suspended three and demoted one. Members of the Milwaukee Police Association later criticized Hegerty for overzealous internal investigations into more mundane matters. A supportive member of Chief Hegerty, then-Milwaukee County Board Chairman Lee Holloway stated, “We also need to reassess the level of criticism that was unfairly placed on Arthur Jones when he was Chief of Police. The ‘code of silence’ discovered during the trial was used to cover-up the police beating of Frank Jude, Jr. You can’t operate an effective police department in that type of situation. Public safety is one of the most important functions of local government” (Olson, 2007).



**Chief Edward Flynn** became chief of the Milwaukee Police Department on January 7, 2008 (until 2018). A national leader in aggressive-proactive policing, Flynn was heavily influenced by the Broken Windows Theory of the 1980s which indicated that signs of neighborhood disorder created a climate for crime. He incorporated aggressive use of traffic stops of cars with possible expired licenses and equipment violations or seat-belt violations of drivers as a strategy to arrest criminals. Since New York Police Chief William J. Bratton introduced an approach to law enforcement that utilized a CompStat system in 1994, many police chiefs including Chief Flynn have utilized a data-driven law enforcement strategy (Murphy 2015). Flynn restructured MPD, transitioning from a patrol-based department to a crime prevention focused department; many detectives were re-assigned into districts and the traditional gang and vice squads were dismantled. The Milwaukee Police Association, the union representing rank-and-file officers, indicated that they believed Flynn's reorganization and reduction in detective ranks decreased officer effectiveness (Murphy 2015).

Flynn's view that crime causes poverty ignited robust public discussions and he at times used a confrontational style when communicating this with the public. This strained his relations with many people of color and diluted attempts at community-police collaborations. One resident reflected the views of many in responding, *"Contrary to Flynn's thought of crime leading to poverty, poverty is caused by a lack of jobs, lack of access, and racism. The approach a community selects to implement change or reform is often influenced by the ideology of the leader."*

**Chief Alfonso Morales** currently heads MPD. He was named Interim Police Chief on February 15, 2018 following the retirement of Chief Flynn, and appointed permanent chief on April 5, 2018 to complete the remaining two years of Flynn's term which expires in 2020. Since assuming the position of Chief, Morales has embraced a community-oriented policing strategy, reassigned more police to work in neighborhoods, discontinued some policies initiated by Flynn including the controversial, unconstitutional Stop and Frisk policy, and has appointed the largest number of people of color and women to leadership roles within MPD to date. In 2020, the FPC will decide whether to reappoint Morales to a full term as Chief of Police.

## **Disproportionate Impact of Criminal Justice Policies on People of Color**

The desire of people of color to realize equality, prosperity, and acceptance in mainstream society has at times conflicted with the intent of some white people to segregate, confine, and control people of color. Aggressive, at times, abusive law enforcement strategies and the criminalization of people of color have been used by some MPD police chiefs and/or police officers to achieve these goals. Over time, racial

disparities increased, excessive use of force continued seemingly unabated, racial tensions grew, and community-police relations deteriorated. Milwaukee's ability to maintain cohesive, inclusive coalitions that achieve transformational outcomes impacting communities of color has not been proven. The accumulation of racialized policies and practices in the criminal justice system have resulted in a severely disproportionate impact on African Americans, Latinos and other non-white members of the community.

Governmental policies and practices that led to mass incarceration of Black and Brown men, women and children and that have fueled the dramatic increase in Wisconsin's prison populations over the last thirty years include:

- Increased government funding for drug enforcement (rather than treatment) and prison construction
- Three-strike rules
- Mandatory minimum sentence laws
- Truth-in-sentencing replacing judicial discretion in setting punishments
- Concentrated policing in minority communities
- State incarceration for minor probation and supervision violations

These policies have led to, among other negative impacts, the following realities:

- A heavy concentration of released inmates and currently incarcerated adults coming from the poorest neighborhoods on Milwaukee's north side and near south side.
- More than half of Milwaukee County's African American men in their 30s and half of those in their early 40s having served time in state prison<sup>4</sup>.
- As of the 2010 Census, a Wisconsin Black male incarceration rate that is the highest in the country (12.8%) and roughly double the national average for the same demographic, while the state's white male incarceration rate is 1.2%, about the national average for white men.
- Wisconsin also leads the nation in incarceration of Native American men, with 7.6% of working age men (or 1 in 13) in state prisons and local jails in 2010, compared to 3.1% (or 1 in 32) nationally.
- Of youth committed to juvenile correctional facilities, 60% are from Milwaukee County and 90% of those youth are African American. This is in stark contrast to the 10% Black youth make up of Wisconsin's total youth population. White youth on the other hand make up 76% of the youth population in the country but only

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<sup>4</sup> Wisconsin's Mass Incarceration of African American Males: Workforce Challenges of 2013. John Pawasarat and Lois M. Quinn at UW-Milwaukee's Employment and Training Institute. 2013.

1% of incarcerated youth in 2013. African American youth are 19 times more likely than white youth to be incarcerated, the 5th highest youth confinement rate in the nation<sup>5</sup>.

## Police Misconduct and Excessive Use of Force

History demonstrates and residents confirm that Milwaukee continues to be challenged by racial disparities, hyper-segregation, and poor community-police relations. The community's transition to a majority-minority population has not changed the composition of the city's power structure. These long-term factors have a cumulative effect, creating tense dynamics that serve as barriers to achieving meaningful change within the Milwaukee Police Department.

In 2014, those dynamics were on full display and the city's racial divide and strain on community-police relations were further frayed by an incident of excessive police use of force -- the killing of Dontre Hamilton by a MPD officer. Similar to citizen reaction to the shooting of men of color by police in many other urban centers, this incident became a tipping point where racial tensions boiled over and it particularly heightened awareness of the use of excessive police force with a person with a mental illness. At the time, the police officer involved in the shooting claimed that he was unaware of any mental health issues and recalled his life being threatened because the suspect reached for his baton. Hamilton's death called into question the excessive use of police power and has served as a catalyst for protest and possible MPD reform. The Hamilton family called for and has since helped lead numerous social justice efforts commemorating Dontre's life. In 2017, the family was awarded a \$2.3 million lawsuit for damages by the MPD.

While the list below is not comprehensive, it recaps many other incidents of excessive use of force and misconduct by MPD police officers over the last sixty years and the police chiefs they happened under. It suggests that mistrust and police bias have been embedded into MPD over decades, supported by a code of silence and internal conflict both within the department as well as among those in top leadership in city government.

**Figure 3 : Milwaukee Police Chiefs of Police and Lawsuits**

Year	Chief of Police	Incidents of Police Misconduct regarding People of Color	Results and Settlements
1945 – 57	John Polcyn		
1957 – 64	Howard Johnson	Daniel Bell Death (1958)	\$ 1.8 million
1964 – 84	Harold Breier	Clifford McKissick Death (1967) Ernest Lacy Death (1981) Curtis Harris Battery (1983)	\$ 600,000 \$ 3 million

<sup>5</sup> "Unbalanced Juvenile Justice," W. Haywood Burns Institute for Juvenile Justice Fairness and Equity, accessed March 13, 2017, <http://data.burnsinstitute.org>.

1984 – 89	Robert Ziarnik		
1989 – 96	Phillip Arreola	Konerak Sinthasomphone Death (1995) Chaunte Ott Wrongful Imprisonment (1995)	\$ 850,000 \$6.5 million
1996 – 00	Arthur Jones		
2003 – 07	Nannette Hegerty	William Avery Wrongful Imprisonment (2005) Frank Jude, Jr. Battery and Cover-up (2006)	\$ 1 million \$ 2 million
2008 – 18	Edward Flynn	Illegal Strip Searches (6 plaintiffs, 2007-2012) Derek Williams Death (2011) Dontre Hamilton Death (2014) Sylville K. Smith Death (2016) Jerry Smith, Jr. Death (2017) Rafael Rosales Battery and Cover-up (2017) Profiling Stop and Frisk (74 plaintiffs, 2018) Sterling Brown Battery (2018)	\$ 5.5 million Lawsuit Pending \$ 2.3 million Lawsuit Pending Lawsuit Pending Lawsuit Pending \$ 6 million Lawsuit Pending
2018	Alfonso Morales		
		<b>Total # Individual Cases: 15</b> <b>Total # Class Action Lawsuits: 2</b>	<b>Total settlements paid:</b> <b>\$29,550,000</b>

**Note:** The costs of police misconduct to the city goes far beyond the cost of settlements paid to plaintiffs; costs also include payments to the plaintiffs' attorneys and payments to law firms hired to represent the city. A recent example, the City paid \$1.5 million for a law firm to defend it against the illegal strip search lawsuit.

The inability of MPD to reduce incidents of excessive use of force and misconduct is reflective of the City of Milwaukee's failure to institute remedies that address structural issues, reduce racial disparities, and create a climate of community cohesiveness, stability, and well-being. The fact Milwaukee is hyper-segregated (the most racially-segregated metropolitan in the nation as reported by numerous research and media outlets first cited in 1987 and consistently again since 2013) with the worst racial disparities in the nation is well documented. As Milwaukee's population becomes more racially and ethnically diverse, the effect of adverse institutional policies and individual actions is evident in the areas of the city where people of color reside. These areas combined comprise an over-policed, over-surveilled and segregated zone of disinvestment and concentrated poverty within the city's boundaries. The long-term failure of the City of Milwaukee to effectively build a strong, positive relationship with the community has eroded public trust in the police department, and to some degree, city government as a whole.

Internal city dynamics impact the level of cohesiveness and coordination necessary to achieve quality MPD reforms. To be successful, the Mayor, Common Council, Police Chief and rank and file officers, the Milwaukee Police Association and FPC must work with citizens to address the long-standing interconnected challenges of poverty and race relations, excessive use of force, crime reduction and criminal justice system reform. The current political climate, however, has reflected fractured relationships between the community and key actors charged with ensuring public safety. The history of police misconduct and the disproportionate confinement of men of color and the inhumane legal policies toward individuals in police custody and in correctional facilities continue to dilute public confidence. Examples of this include:

- The impacts of Milwaukee County Sheriff David Clarke's tenure and his handling of the deaths of inmates in County jail facilities reinforced public distrust of law enforcement.
- The impacts of the fractured relationship between the FPC and Former Police Chief Flynn and the abrupt resignation of FPC Executive Director MaryNell Regan in 2018 at the request of the Mayor.
- The community's opposition to the Mayor's appointment of retired police officer William Gielow to the FPC.
- The negative perception of the Black community regarding the District Attorney's decision not to charge police officers in several shootings of Black men.
- The residual effect of Sheriff Clark and Chief Flynn's confrontational styles and inflammatory rhetoric.
- The division on the city's Common Council Public Safety and Health Committee.
- The Common Council's call for the Chief of Police to be elected.

## **Positive Forward Direction**

While MPD's relationship with communities of color have been strained, Chief Flynn's request for the U.S. Department of Justice to assess MPD created an opportunity for positive change. The creation of MKECR and the CCC by the Milwaukee Common Council after the DOJ review's abrupt and incomplete conclusion showed government and community coalescing around a critical community issue. Numerous local catalysts have demonstrated how grassroots and community-based organizations working in concert with government can impact the criminal justice system. Examples include the preceding and continued work of the African American Roundtable who engaged the Southside Organizing Center to include the experiences of Milwaukee's south side and Latino communities; the parallel work of Voces de la Frontera urging the MPD and FPC not to adopt changes to MPD standard operating procedures regarding "sanctuary" policy; and the American Civil Liberties Union (ACLU) of Wisconsin successfully

mounting a class action lawsuit resulting in a binding mediation agreement between its plaintiffs and the MPD for unconstitutional stop-and-frisk practices. While positive change is possible, it is not guaranteed. Much more work must be done to ensure public safety, quality policing, racial equality, and strong community-police relations.

## Conclusion

While the MKECR and CCC have great potential and the confidence of the community and some city leaders to impact change, Milwaukee has a long track-record of well-intentioned endeavors that have failed to increase racial equity and that have served to reinforce the status quo. Concerns regarding the collective abilities of the MKECR and the CCC, community-led efforts and even the impacts of ACLU's lawsuit settlement to achieve MPD reforms center on whether there is a strong consensus between city government and community residents regarding the viability of potential changes, whether proposed changes are incremental or substantial, and whether the political will exists to resource, support and sustain the long term changes needed. Under Wisconsin law and Milwaukee's City Charter, the FPC oversees all aspects of MPD operations, setting overall policy, while the Chief of Police manages daily operations, implementing the FPC's policy direction and goals. Ultimately, the FPC and MPD will be responsible for ensuring reforms and implementing the recommendations of the CCC.

The city has an opportunity to take bold steps to achieve meaningful, positive change. This boldness must embrace the critical need for culturally responsive practices given the lingering effect of racial tensions started during Chief Breier's tenure and the remnants that have carried through subsequent MPD administrations. These tensions will continue to exist under Chief Morales if City of Milwaukee leaders and residents together are unwilling to confront and counter the city's history of misguided and poorly executed attempts to improve race and community-police relations. Culturally responsive institutions assess their inclusiveness, representation and relationship with the communities they serve by ensuring authentic engagement, culturally responsive services, appropriate governance structures, power dynamics, human resources practices, linguistic accessibility, and cultural norms.

Through this process, community voices have been centered and the lived experiences of Milwaukee residents have been elevated. A commitment from MPD and the FPC to continue partnering with residents and elevating their solutions can produce much needed positive change. If that is the true intent of city leaders, the outlook and future for the City of Milwaukee is bright.



## CCC Recommendations

It is clear that the history and context explored in the previous section supports the need for careful attention to community input. With that in mind, the CCC reviewed the frequency of how many times each of the 11 themes came up in community input data collected from the hub notes, surveys, and MKECR online portal. From the frequency, the CCC prioritized four groupings of themes to create policy and practice recommendations. The following recommendations address the top two groups of themes. The remaining two groups will be addressed in the CCC's next cycle of work.

**Overall recommendation:** The detailed implications and recommendations found in the DOJ's findings must be responded to in addition to the following recommendations from the CCC. When recommendations are not met it will result in performance issues.

### CCC Recommendation #1

THEME	POLICY	PRACTICE
<b>Community Engagement</b> (Theme 2, raised 141 times in community input data)	FPC should create a Community Oriented Policing (COP) policy.	CCC will continue with grassroots members, community engagement and accountability on the findings from the DOJ's draft report and CCC report with measurable outcomes.  Ensure the COP policy spans across every theme.

### CCC Recommendation #2

THEME	POLICY	PRACTICE
<b>Training and Professional Development</b> (Theme 11, raised 112 times in community input data)	The FPC's COP policy will be integrated into training and professional development opportunities as identified in the DOJ draft report and CCC report.	There must be transparency with training curriculum and trainers. Training should be culturally responsive and be evaluated. Ineffective training should be identified and changed or corrected. Training curriculum, trainers and evaluators should include community members agreed upon in collaboration with the CCC. When

	MPD officers will make a mandatory annual visit to a counselor, chaplain, or psychologist with voluntary access to offered resources.	recommendations are not met, it will result in performance issues.
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### CCC Recommendation #3

THEME	POLICY	PRACTICE
<b>MPD Standard Operating Procedures (SOPs)</b> <i>(Theme 8, raised 92 times in community input data)</i>	Prioritize SOPs under the ACLU's agreement: SOPs 085, 300, 440, 450, 730, 747 & 990; and CCC mentioned SOPs 130, 500 & 570. Referring to SOP 130, the language recommendations of Voces de la Frontera should be used. Amend language in SOP 747 replacing the word <b><i>shall</i></b> with the word <b><i>must</i></b> . In reference to SOP 570, Body Worn Camera videos must be made public within two weeks of critical incidents.	FPC should enforce and conduct an annual audit on MPS Operations and SOPs. All changes since 2016 must incorporate community engagement, in agreement with the CCC, and include education outside of regular FPC meetings for community residents and MPD personnel.

### CCC Recommendation #4

THEME	POLICY	PRACTICE
<b>MPD Recruitment and Hiring</b> <i>(Theme 7, raised 79 times in community input data)</i>	Those involved in the development and implementation of MPD's recruitment and hiring systems must be culturally competent, diverse, and demonstrate successful community relationships. Recruits and staff must exhibit cultural competency reflective of the City of Milwaukee and demonstrate leadership to implement COP policy.	Update background review criteria that may be barriers to employment for historically marginalized communities.



## Appendix 1

### Community Perspectives Aligned to U.S. DOJ Draft Report Chapters

<b>Chapter 3</b> <i>Recruitment, Hiring and Personnel Practices</i>	<p><b>Increase racial and gender diversity in police department</b></p> <ul style="list-style-type: none"><li>• Increase racial and gender diversity in officer and civilian posts across department (comparative to city demographics)</li><li>• Increase representation of officers of color in high patrol districts/areas</li><li>• Increase people of color in lieutenant ranks and other supervisory level posts with vast discretion</li><li>• Increase female recruits into police academy and their overall representation in department</li><li>• Increase LGBTQ recruits into police academy and as candidates into department</li></ul> <p><b>Alleviate procedural barriers to diversity</b></p> <ul style="list-style-type: none"><li>• Update background, psychological and selection processes. Current processes pose barriers that exclude people of color from getting into the department</li></ul> <p><b>Community outreach and involvement in hiring and recruitment processes</b></p> <ul style="list-style-type: none"><li>• Engage community members in officer recruitment and hiring processes</li><li>• Engage community in developing community policing and officer evaluation standards</li><li>• Require MPD promotional panels to include FPC and community members</li><li>• Create mechanism for community input regarding officer recruitment and hiring (i.e. include citizens on officer selection panels)</li></ul> <p><b>Collect, analyze &amp; report data to monitor hiring &amp; recruitment</b></p> <ul style="list-style-type: none"><li>• Hiring data and analysis (collect, analyze and report demographic data of the people applying for and receiving jobs in department)</li></ul>
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	<p><b>Create internal recruitment systems</b></p> <ul style="list-style-type: none"> <li>• Create recruitment and career development unit/department/section within department</li> <li>• Require MPD promotional panels to include FPC and community members</li> <li>• Cast a wider net (target high schools, colleges, community and faith-based organizations, LGBTQ community)</li> <li>• FPC needs a robust, active and ongoing recruitment strategy (with focus on recruiting women and people of color)</li> <li>• Create MPD recruitment section/unit/department</li> <li>• Hire more MPD recruiters (department only has 1; recruiters are needed for both officer and civilian posts recruitment)</li> </ul> <p><b>Increase access to jobs</b></p> <ul style="list-style-type: none"> <li>• Incentivize recruitment and hiring (education stipends for cadets, tuition reimbursement, career advancement training)</li> <li>• Promote and advertise all jobs in MPD - officer and civilian posts (only officer posts are advertised)</li> <li>• Increase number of recruiters with knowledge and connection to communities of color</li> </ul> <p><b>Improve coordination</b></p> <ul style="list-style-type: none"> <li>• Strengthen recruitment efforts between MPD and FPC</li> <li>• Create FPC committee to oversee department recruitment activities and to help with officer selection</li> </ul> <p><b>Officer promotion and advancement</b></p> <ul style="list-style-type: none"> <li>• Mandate that officer promotion only be made after 3-5 years on patrol (for rank promotions; officers should be assigned to patrol districts before lateral promotions to specialty units)</li> <li>• Create consistent standards for rank promotions above lieutenants and for specialty units. Nothing exists and therefore process and standards for higher promotions are not consistent across department</li> </ul>
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	<ul style="list-style-type: none"> <li>• Create a career planning curriculum that correlates with FPC promotional examination.</li> <li>• Create department mentoring program as part of career development and advancement planning</li> </ul> <p>Officer assessment</p> <ul style="list-style-type: none"> <li>• Require and conduct annual psychological assessments</li> <li>• Update SOP 500 regarding MPD personnel evaluation to include mandatory and ongoing psychological evaluation of MPD officer starting with acceptance to police academy</li> <li>• Regular assessment of officer complaints, use of force, traffic stops and community engagement activities</li> <li>• Create professional development program for officers with benchmarks for performance and promotion</li> </ul> <p>MPD budget</p> <ul style="list-style-type: none"> <li>• Allocate budget resources for MPD/FPC job marketing</li> </ul>
<p><b>Chapter 4</b>  <i>Community Oriented Policing Practices</i></p>	<p>Institutionalize Community Oriented Policing</p> <ul style="list-style-type: none"> <li>• Incorporate Community Oriented Policing into MPD mission and vision</li> <li>• Operationalize Community Oriented Policing principles so it permeates into MPD practices and cultures</li> </ul> <p>Increase non-patrol community engagement</p> <ul style="list-style-type: none"> <li>• Mandate officers spend a certain amount of “non-patrol community engagement” hours participating in community events and activities</li> <li>• Create more opportunities and venues for exchange of dialogue between MPD and community</li> </ul> <p>Identify ways to improve trust between department and community</p> <ul style="list-style-type: none"> <li>• Seeing officers interact with community members without uniforms on or patrolling-only is less threatening. It will increase trust and help build/improve relations.</li> </ul>

	<p><b>Community engagement training</b></p> <ul style="list-style-type: none"> <li>• Training on effective community engagement, community policing, professionalism and customer service for all officers and department staff</li> <li>• Create department-wide training on Community Oriented Policing (no clear or consistent definition of what COP is across department - i.e. some think COP is limited to Community Liaison Officers, when talking about it department defers to CLOs)</li> </ul> <p><b>Change state laws</b></p> <ul style="list-style-type: none"> <li>• State laws contradict community oriented policing strategies</li> <li>• Lobby state to change laws</li> <li>• Reinstate residency laws</li> </ul> <p><b>MPD budget (community oriented policing)</b></p> <ul style="list-style-type: none"> <li>• City and MPD budget should include resources to engage grassroots and community organizations in developing and implementing equitable practices, standards and best practices</li> <li>• Provide monetary incentives for officers to live in the neighborhoods they serve</li> </ul>
<p><b>Chapter 5</b>  <i>Use of Force and Use of Deadly Force Practices</i></p>	<p><b>Collect, analyze and report data on use of force</b></p> <ul style="list-style-type: none"> <li>• Disaggregate complaints and use of force data</li> </ul> <p><b>Training to improve standards, practices and protocols</b></p> <ul style="list-style-type: none"> <li>• Training for MPD supervisors and Internal Affairs Department on officer complaint, use of force and early intervention standards and investigation protocols</li> </ul> <p><b>Create and enforce Standard Operating Procedures regarding use of force and deadly force protocols</b></p> <ul style="list-style-type: none"> <li>• Create SOP that clearly defines requirements for body worn cameras and other audio and video recordings of officer traffic stops and use of</li> </ul>

	<p>force investigations including inclusion of recordings of officer witnesses</p> <ul style="list-style-type: none"> <li>• Create SOP regarding release of information to the public concerning critical incidents, use of force and use of deadly force investigations</li> <li>• Create separate procedures and distinguishing standards for use of force and use of “deadly” force</li> <li>• Require review of use of force reports by command staff (take all the way up the chain, not just lieutenants)</li> </ul>
<p><b>Chapter 6</b> <i>Citizen Search and Stop Practices</i></p>	<p>Collect, analyze and report data on stops and arrests</p> <ul style="list-style-type: none"> <li>• Disaggregate complaints and stop and arrest data</li> </ul> <p>Training to improve standards, practices and protocols</p> <ul style="list-style-type: none"> <li>• Training for MPD supervisors and Internal Affairs Department on officer complaint search, stop and early intervention standards and investigation protocols</li> </ul>
<p><b>Chapter 7</b> <i>Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline</i></p>	<p>Oversight of internal processes, complaints and policing practices</p> <ul style="list-style-type: none"> <li>• Community oversight of department recruitment and officer hiring, promotion and evaluation</li> <li>• Community oversight of officer complaints, community policing practices and use of force investigations</li> </ul> <p>Oversight of the Fire &amp; Police Commission</p> <ul style="list-style-type: none"> <li>• Community oversight of Fire &amp; Police Commission (to hold them accountable)</li> </ul> <p>Cultural bias and mental health training</p> <ul style="list-style-type: none"> <li>• Mandate ongoing and department-wide cultural competency, mental health, implicit bias and anti-racism training for all officers and department staff</li> </ul> <p>Training to improve standards, practices and protocols</p>

	<ul style="list-style-type: none"> <li>• Training for MPD supervisors and Internal Affairs Department on officer complaint, use of force and early intervention standards, processes and investigation protocols</li> <li>• Create standards training for supervisors and Internal Affairs Department (i.e. consistent standards across department for investigating use of force, officer hiring and promotion)</li> <li>• Institute department-wide police professionalism training with emphasis on “communication” and “public service”</li> <li>• Provide HR and Organizational Management training to FPC members</li> </ul> <p>Clarify, refine, clearly communicate and enforce Standard Operating Procedures</p> <ul style="list-style-type: none"> <li>• Create SOP that clearly defines the process, standards and protocols for officer complaints from community and their investigation by MPD internal affairs department and leadership</li> <li>• Ensure MPD officers, staff and community members understand all existing, new and changing SOPs</li> <li>• Create SOP clearly defining process for taking and reviewing officer complaints and for what required investigation (supervisors have too much discretion for what is and is not investigated for MPD)</li> <li>• Amend SOP 130 to reflect Milwaukee status as a Sanctuary City - MPD should not be investigating immigration status</li> </ul> <p>MPD budget</p> <ul style="list-style-type: none"> <li>• Allocated funds for FPC to conduct annual review of MPD policies</li> </ul>
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## Appendix 2

### Topical Themes Aligned to U.S. DOJ Draft Report Chapter Findings

<b>Civilian Oversight</b>	<p><b>Community and police officer perspectives related to civilian oversight directly aligned with four DOJ findings and recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring and Personnel Practices</b> Finding 6 regarding the development of a MPD officer recruitment, hiring and retention advisory council and a police applicant interview board comprised of community stakeholders.</p> <p><b>Chapter 4: Community Oriented Policing Practices</b> Finding 10 relating to an independent community advisory board to provide the Chief of Police input on MPD operations.</p> <p><b>Chapter 6: Citizen Search and Stop Practices</b> Finding 33 regarding engaging an independent evaluator to measure community impacts of MPD traffic enforcement.</p> <p><b>Chapter 7: Systems for Supervision, Accountability, Organizational Learning, Remediation and Discipline</b> Finding 44 regarding the creation of an independent police auditor.</p>
<b>Community Engagement</b>	<p><b>Community and police officer perspectives related to community engagement directly aligned with three DOJ findings and recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring, and Personnel Practices</b> Finding 6 regarding mechanisms to increase community involvement in MPD officer recruitment and hiring.</p>

	<p><b>Chapter 4: Community Oriented Policing Practices</b> Finding 10 regarding community engagement through an independent community advisory board to provide input to Chief of Police on MPD operations.</p> <p><b>Chapter 5: Use of Force and Use of Deadly Force Practices</b> Finding 30 relating to community input regarding public FPC reports on MPD.</p>
<b>Data Collection and Analysis</b>	<p><b>Community and police officer perspectives related to data collection and analysis directly align with 14 DOJ findings and recommendations:</b></p> <p><b>Chapter 4: Community Oriented Policing Practices</b> Finding 14 regarding evaluation of MPD enforcement activities and their collateral damage on community trust and legitimacy, conducting community surveys to measure the public's attitudes toward MPD and officers, and MPD's continued commitment to release policing data to the public.</p> <p><b>Chapter 5: Use of Force and Deadly Force Practices</b> Findings 19, 21, 22, 27, 28 and 29 regarding the collection, documentation, review, management and reporting of video evidence and the inclusion of involved officer administrative interviews and history in use of force and use of deadly force investigations.</p> <p><b>Chapter 6: Citizen Stop and Search Practices</b> Findings 33-35 regarding the collection, analysis and reporting of traffic stop enforcement data.</p> <p><b>Chapter 7: Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline</b> Finding 42 regarding the analysis of trends, patterns and other issues associated with MPD officer complaint data, and findings 45-47 relating to evaluation of MPD's disciplinary matrix and Early Intervention Program.</p>



<b>Diversity in MPD</b>	<p><b>Community and police officer perspectives related to diversity in MPD directly align with one DOJ finding and related recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring, and Personnel Practices</b> Finding 1 regarding the creation of a strategic MPD diversity and inclusion plan.</p>
<b>Evaluation of Officer Performance</b>	<p><b>Community and police officer perspectives related to evaluation of officer performance directly align with five DOJ findings and recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring, and Personnel Practices</b> Finding 3 regarding conducting an MPD job task analysis, and finding 8 regarding the examination of job performance outcomes as part of MPD career development planning.</p> <p><b>Chapter 4: Community Oriented Policing Practices</b> Finding 11 relating to updating MPD’s employee performance appraisal process to include community policing measures.</p> <p><b>Chapter 7: Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline</b> Finding 47 regarding the addition of performance indicators to MPD’s Employee Intervention Program, and finding 52 regarding acknowledgement for good behavior and job performance.</p>
<b>MPD Organization, Management, and FPC Administrative Authority</b>	<p><b>Community and police officer perspectives related to MPD organization, management, and FPC authority directly align with seven DOJ findings and recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring, and Personnel Practices</b> Finding 1 regarding a high level and resourced diversity and inclusion program with direct access to the Chief of Police, finding 8 relating to the development of an organizational plan to facilitate career advancement.</p> <p><b>Chapter 4: Community Oriented Policing Practices</b></p>

	<p>Findings 10 and 11 regarding the development of a department-wide community policing strategy, finding 13 relating to FPC undertaking a review of MPD policies and standard operating procedures.</p> <p><b>Chapter 7: Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline</b></p> <p>Findings 44 and 46 regarding creating a new independent police auditor position and establishing a joint MPD-FPC Early Intervention Program oversight committee.</p>
<b>MPD Recruitment and Hiring</b>	<p><b>Community and police officer perspectives related to officer recruitment and hiring directly align with five DOJ findings and recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring, and Personnel Practices</b></p> <p>Findings 1, 2, 4, 5 and 6 regarding FPC and MPD's current examination of barriers to recruitment, the development of a coordinated strategic plan for recruitment and hiring, selection of and professional standards for MPD recruiters, and the development of mechanisms to include community input in MPD recruitment, selection and hiring processes.</p>
<b>MPD Standard Operating Procedures (SOPs)</b>	<p><b>Community and police officer perspectives related to MPD Standard Operating Procedures directly aligned with 22 DOJ findings and recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring, and Personnel Practices</b></p> <p>Finding 5 regarding the development of a written policy related to MPD recruiters and finding 7 regarding the development of a written policy related to officer promotional processes.</p> <p><b>Chapter 4: Community Oriented Policing Practices</b></p> <p>Findings 11 and 12 regarding codifying department-wide community oriented policing practices, and finding 13 regarding annual review of MPD policies by the FPC.</p> <p><b>Chapter 5: Use of Force and Deadly Force Practices</b></p> <p>Finding 18 regarding the updating of the MPD critical incident SOP including role of Internal</p>

	<p>Affairs, findings 19 and 20 regarding the updating of policies related to video evidence collection for use of force and deadly force investigations and their supervisory review, finding 26 regarding the updating of policies related to officer body-worn camera practices, and finding 32 regarding the development of a policy on critical incident information sharing and public release.</p> <p><b>Chapter 6: Citizen Stop and Search Practices</b> Finding 34 regarding modifying policy related to field interviews to ensure proper oversight and accountability, and finding 35 regarding establishing a policy prohibiting the practice of “curbing” individuals during traffic stops.</p> <p><b>Chapter 7: Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline</b> Findings 37-43 regarding policies and processes related to community complaints of MPD officers and their review by Internal Affairs to ensure appropriate oversight and accountability, findings 47 and 48 regarding MPD Early Intervention Program standards and protocols, and finding 53 regarding ensuring MPD personnel understand SOP and code of conduct standards.</p>
<b>Officer Promotion and Career Development</b>	<p><b>Community and police officer perspectives related to officer promotion and career development directly align with two DOJ findings and recommendations:</b></p> <p><b>Chapter 3: Recruitment, Hiring, and Personnel Practices</b> Findings 7 and 8 relating to MPD promotional practices and procedures, and the development of department strategy regarding officer mentoring and career planning.</p>
<b>State and Local Laws and MPD Budget</b>	<p>While community and police officer hub participants offered perspectives related to state and local laws and MPD budget, they are not directly mentioned in the DOJ draft report’s findings and recommendations. Most if not all have law or budget implications.</p>

## Training and Professional Development

Community and police officer perspectives related to training and professional development directly align with 17 DOJ findings and recommendations:

### Chapter 3: Recruitment, Hiring, and Personnel Practices

Finding 8 regarding the integration of training into career development and promotional processes.

### Chapter 4: Community Oriented Policing Practices

Findings 11, 12 and 14 regarding providing in-service training for all MPD personnel on community oriented policing strategies, procedural justice, and fair and impartial policing practices.

### Chapter 5: Use of Force and Deadly Force Practices

Finding 15 regarding continuing MPD's commitment to providing Crisis Intervention Team (CIT) training to and ongoing CIT recertification training for all officers, and finding 16 regarding the development of formal use of force investigation training for Internal Affairs supervisors and investigators.

### Chapter 6: Citizen Stop and Search Practices

Finding 33 related to requiring department-wide training on fair and impartial policing and procedural justice, finding 34 regarding developing a training bulletin for all MPD officers relating to officer field interviewing and establishing reasonable suspicion for traffic stops and training for supervisors on recognizing trends and patterns of officer bias related to pedestrian and vehicle stops and searches, and finding 35 related to training on how to safely conduct traffic stops and appropriate containment of individuals to mitigate the practice of "curbing".

### Chapter 7: Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline

Finding 38 regarding ensuring MPD supervisors are trained on their responsibilities related to public complaints, finding 45 regarding re-training MPD supervisory personnel in disciplinary processes and proper application of the department's Progressive Discipline Matrix, finding 47 regarding training MPD supervisors on how to create appropriate intervention plan, report and document actions taken, and compliance with EIP processes and protocols, finding 49

	<p>relating to ongoing training regarding the goals, practice and outcomes associated with the MPD's Early Intervention Program so they're fully known and supported department-wide, finding 53 regarding incorporating training on new SOPs and code of conduct standards into rank and file roll-call sessions, finding 54 and 55 regarding training for patrol and unit sergeants to improve two-way communication between command staff and MPD personnel, specifically as it relates to transparency in training opportunities, and finding 56 regarding in-service training for all MPD personnel related to MPD's data use and operational strategies and personnel participation in CompStat meetings.</p>
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## Appendix 3

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## DISSERTATIONS

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Najera, P. T., & Sziarto, K. (2018). 'We were the Outsiders and Treated as Such:' Community Activism anthe Intersections of Ethnicity, Gender, Class, and Race Among Latinas in Milwaukee, PhD Dissertation, University of Wisconsin-Milwaukee.

Snyder, R. H., & Gordon, M. (2002). "Chief for life: Harold Breier and his era," PhD Dissertation, University of Wisconsin-Milwaukee.

## REFERENCED MPD STANDARD OPERATING PROCEDURES

### SOPs under ALCU Agreement:

- SOP 085 – [CITIZEN CONTACTS, FIELD INTERVIEWS, SEARCH AND SEIZURE](#)
- SOP 300 – [DIRECTED PATROL MISSIONS](#)
- SOP 440 – [EARLY INTERVENTION PROGRAM](#)
- SOP 450 – [PERSONNEL INVESTIGATIONS](#)
- SOP 730 – [MOBILE DIGITAL VIDEO / AUDIO RECORDNG EQUIPMENT](#)
- SOP 747 – [BODY WORN CAMERAS](#)
- SOP 990 – [INSPECTIONS](#)

### CCC and Community-Mentioned SOPs:

- SOP 130 – [FOREIGN NATIONALS, DIPLOMATIC IMMUNITY, IMMIGRATION ENFORCEMENT](#)
- SOP 500 – [PERSONNEL EVALUATIONS](#)
- SOP 570 – [PUBLIC INFORMATION POLICY](#)

## Appendix 4

### Milwaukee Community Hub Profiles

Community Hub hosts / hub notes	Community Hubs profile / participants	DOJ draft report chapters reviewed
<a href="#">African American Round Table (AART)</a>	Hosted four community hub conversations during two town hall meetings in November and December 2017 attended by mostly African Americans. Additionally gathered community input from an online survey preceding MKERC online portal. Town hall participants and survey respondents included older community members, students, FPC staff, retired police officers, retired and working age City of Milwaukee residents.	Chapters 3, 4, 5, 6, 7
Boys & Girls Clubs (BGC) <a href="#">Daniels-Mardak Branch</a> (first hub), <a href="#">Daniels-Mardak Branch</a> (second hub), <a href="#">Mary Ryan Branch</a> , <a href="#">Pieper-Hillside Branch</a>	Hosted four community hub conversations across three BGC club sites in partnership with Milwaukee Public Schools. All participants were African American teens between 13-18 years old.	Chapter 4
<a href="#">Hmong American Women's Association (HAWA)</a>	Hosted one bilingual (English/Burmese) community hub conversation attended by Hmong men and women, primarily refugees living in Milwaukee.	Chapter 4

<a href="#">League of Martin</a>	Hosted one community hub conversation attended by currently employed and retired African American officers in MPD	Chapter 3
<a href="#">League of United Latin American Citizens (LULAC)</a>	Hosted one community hub conversation attended by mostly Latina women and Spanish-speaking parents.	Chapter 3, 5, 6
<a href="#">Metcalf Park Community Bridges Association and Dominican Center</a>	Hosted five small group community hub conversations attended by African American residents living in Milwaukee's Imani and Metcalfe neighborhoods.	Chapters 3, 4, 5, 6, 7
<a href="#">Milwaukee Inner-city Churches Allied for Hope (MICAH), National Association for the Advancement of Colored People (NAACP) Milwaukee Chapter and Felmer's Cheney Advisory Council</a>	Hosted seven small group community hub conversations attended by some older white but mostly African Americans residents.	Chapters 3, 4, 5
<a href="#">Milwaukee County Office of African American Affairs (OAAA)</a>	Hosted two small group community hub conversations attended mostly by African American residents.	Chapter 4
<a href="#">Milwaukee Law Enforcement Alliance of Pride (MLEAP)</a>	Hosted one community hub conversation attended by currently employed LGBTQ+ officers in MPD.	Chapters 3, 4, 7
<a href="#">Milwaukee Police Department</a>	Hosted one community hub conversation attended mostly by MPD	Chapters 3, 4, 5, 6, 7

	lieutenants, supervisors and command staff.	
<a href="#">Safe &amp; Sound</a>	Hosted five small group community hub conversations attend by a few young but mostly middle-aged African American residents and some white residents.	Chapter 3, 4, 5, 6, 7
<a href="#">Southside Organizing Center (SOC)</a>	Hosted eight bilingual (English/Spanish) small group community hub conversations attended mostly by residents living on Milwaukee's south side. Hub conversations centered on domestic violence survivors and offenders; at-risk youth; and south side Business Improvement District (BID) and resident associations. Many participants identified as immigrants and as having strong connections to faith communities. Half of participants identified as white, 45% Latino, and 5% African American.	Chapters 3, 5, 6, 7
<a href="#">Voces de la Frontera</a>	Hosted one bilingual (English/Spanish) community hub conversation mostly attended by Latino, immigrant and undocumented residents living in Milwaukee.	Chapters 3, 4, 5, 6, 7
<a href="#">WestCare Wisconsin</a>	Hosted three small group community hub conversations. All participants	Chapter 4

	were young adult African Americans between 16-24 years old.	
<a href="#">Wisconsin Voices and African American Round Table</a>	Co-hosted one community hub conversation attended by City of Milwaukee Youth Council members and high school-age African American teens.	Chapter 5

## Appendix 5

### U.S. DOJ Draft Report Chapters and Findings on Milwaukee Police Department

DOJ Draft Report Chapters	DOJ Findings / link to Recommendations
Chapter 3: Recruitment, Hiring and Personnel Practices	<ol style="list-style-type: none"> <li>1. <a href="#">MPD does not have a racial, ethnic, and gender diversity composition through all ranks and components that is reflective of the community it serves.</a></li> <li>2. <a href="#">Neither MPD nor FPC has a strategic plan for recruiting and hiring.</a></li> <li>3. <a href="#">FPC has not completed a job task analysis for the position of police officer since 2007.</a></li> <li>4. <a href="#">Information on hiring for MPD is not available to the public on a consistent basis.</a></li> <li>5. <a href="#">MPD and FPC recruitment programs lack professional standards.</a></li> <li>6. <a href="#">FPC and MPD do not have a mechanism for external input from the community regarding the recruitment and hiring of MPD officers.</a></li> <li>7. <a href="#">Promotional practices for MPD lack written procedures</a></li> <li>8. <a href="#">MPD does not have career development planning for officers wh. aspire to be promoted or selected for a special assignment.</a></li> <li>9. <i>The draft report skips the number 9</i></li> <li>10. <a href="#">MPD does not have a formal, Department-wide strategy that guides officers, supervisors, and commanders in its community building efforts.</a></li> <li>11. <a href="#">MPD does not hold all members of the Department accountable for engaging in community policy activities.</a></li> </ol>
Chapter 4: Community Oriented Policing	

## Chapter 5: Use of Force and Deadly Force Practices

12. [MPD members generally do not understand their roles in community policing and rely on Community Liaison Officers \(CLO\) to engage in community policing activities.](#)
13. [FPC has not consistently reviewed policies annually as required pursuant to Wisconsin law.](#)
14. [Community surveys indicate a gap in trust between white and non-white residents in Milwaukee](#)
15. [MPD has undertaken a commitment to provide all MPD officers Crisis Intervention Team \(CIT\) training.](#)
16. [There is no formal training for Internal Affairs Division \(IAD\) supervisors and investigators on how to conduct use of force investigations.](#)
17. [MPD does not have specific guidelines for conducting use of force investigations, specifically how investigations are conducted, what evidence should be collected, and which supporting materials are gathered.](#)
18. [IAD investigations of critical incidents are too passive, as investigators mostly rely on criminal investigators to collect the appropriate information for an administrative review.](#)
19. [Documentation, collection and marking of video evidence collected in use of force and deadly force investigations are inconsistent making it difficult to determine if those investigative steps occurred or were just not documented.](#)
20. [MPD does not provide specific direction for supervisors for obtaining videos for the Use of Force Report and](#)

	<p><a href="#"><u>investigation, whether from the vehicle, body camera, surrounding businesses, or other places.</u></a></p> <p>21. <a href="#"><u>IAD investigative files do not adequately document involved officer interviews.</u></a></p> <p>22. <a href="#"><u>MPD IAD reports do not reference what steps are taken to provide critical incident support services to involved officers.</u></a></p> <p>23. <a href="#"><u>Investigative case files did not reflect whether supervisors and commanding officers conducted reviews of use of force investigations to determine the need for further documentation, review, or investigative steps.</u></a></p> <p>24. <a href="#"><u>The use of force investigations being conducted by supervisors, and the review by commanding officers and IAD, are not completed within established timelines identified by policy.</u></a></p> <p>25. <a href="#"><u>Although audio or video recordings of civilian witnesses are required, the audio or video recording of involved and witnessing officers is not.</u></a></p> <p>26. <a href="#"><u>MPD policy states that "members with a body worn camera (BWC) shall make every effort to activate their BWC for all investigative or enforcement contacts," allowing for discretion when the capture of video is critical.</u></a></p> <p>27. <a href="#"><u>MPD command does not routinely review the involved officer(s)' use of force, complaint, and discipline history in use of force investigations.</u></a></p> <p>28. <a href="#"><u>The AIM system lacks sufficient data storage capacity causing use of force investigative reports, evidence</u></a></p>
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Chapter 6: Citizen Stop and Search Practices

Chapter 7: Systems for Supervision, Accountability, Organizational Learning, Remediation, and Discipline

- [reports, and supporting documentation to be located in multiple places.](#)
29. [MPD does not capture or report use of force data in a way that can be easily aggregated, analyzed, and reported.](#)
  30. [The FPC has ended its practice of releasing an annual report on MPD firearms discharges.](#)
  31. [MPD has recently announced that it will no longer be outsourcing fatal officer-involved shooting incidents to the Wisconsin DOJ, instead opting for a regional approach with other local law enforcement agencies.](#)
  32. [MPD does not have a policy for releasing critical incident information to the public in a timely fashion.](#)
  33. [MPD's traffic stop practices have a disparate impact on the African-American community.](#)
  34. [Pedestrian stops by MPD lack proper oversight and accountability.](#)
  35. [Community members are concerned that MPD engages in stop practices that are inflammatory to the community ethos, particularly the reported practice of "curbing" individuals.](#)
  36. [MPD's traffic stop information system is cumbersome and time-consuming, which results in traffic stops taking a significant amount of time.](#)
  37. [MPD policy does not provide for appropriate oversight and require IAD to assess whether a complaint should be investigated by a district or by IAD.](#)

	<ul style="list-style-type: none"> <li>38. <a href="#"><u>MPD's policy regarding complaints from community members allows a supervisor to determine whether a complaint form shall be completed.</u></a></li> <li>39. <a href="#"><u>MPD policy does not clearly define what constitutes a serious complaint.</u></a></li> <li>40. <a href="#"><u>MPD policy does not require that members are notified when they are the subject of a complaint investigation.</u></a></li> <li>41. <a href="#"><u>MPD Standard Operating Procedure 450 regarding complaint investigations is inadequate, as it does not have required time frames for completion of external and internal investigations.</u></a></li> <li>42. <a href="#"><u>MPD does not analyze trends, patterns, or other issues associated with complaint data.</u></a></li> <li>43. <a href="#"><u>Complaint investigation files are poorly organized, lack consistency, and are often incomplete.</u></a></li> <li>44. <a href="#"><u>Many community members expressed frustration and distrust in the citizen complaint process and oversight of MPD.</u></a></li> <li>45. <a href="#"><u>MPD's Progressive Disciplinary Matrix is ill-defined and not applied consistently.</u></a></li> <li>46. <a href="#"><u>MPD was proactive and developed its Early Intervention Program (EIP) in 2008. MPD subsequently engaged a focus group in 2012 to assess the program and the efficacy of the triggers. Input was not obtained from an EIP professional for either process.</u></a></li> <li>47. <a href="#"><u>MPD's EIP policy does not sufficiently identify roles and responsibilities related to its EIP.</u></a></li> <li>48. <a href="#"><u>MPD does not examine aggregated EIP data to identify potential patterns and trends across the organization.</u></a></li> </ul>
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	<p>49. <a href="#"><u>MPD EIP policies and practices are not fully supported or known throughout the Department.</u></a></p> <p>50. <a href="#"><u>MPD does not have a written directive that states "dishonesty in any matter of official police business is a terminable offense."</u></a></p> <p>51. <a href="#"><u>The Milwaukee Police Department does not state that "the ability to testify in court with credibility" is an essential job function on the police officer job description.</u></a></p> <p>52. <a href="#"><u>The Department provides limited and inconsistent rewards or acknowledgements for good behavior and job performance.</u></a></p> <p>53. <a href="#"><u>MPD personnel are often not reading or understanding new standard operating procedures or Code of Conduct standards when they are disseminated via email.</u></a></p> <p>54. <a href="#"><u>MPD does not encourage an open and consistent two-way communication between command staff or supervisors and employees.</u></a></p> <p>55. <a href="#"><u>Many MPD officers have the perception that there is a lack of transparency in the Department when determining who is chosen to attend specialized training, leading to a concern that there is favoritism among personnel.</u></a></p> <p>56. <a href="#"><u>MPD personnel are unclear on why the Department is driven by numbers. MPD personnel are unaware of what takes place at CompStat.</u></a></p>
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